United Nations E/CN.7/1999/2

Economic and Social Council

Distr. General
28 January 1999

Original: English

Commission on Narcotic Drugs
Forty-second session
Vienna, 16-25 March 1999
Item 3 of the provisional agenda*
Twentieth special session of the General Assembly: guidelines for reporting by Governments on the implementation of the Global Programme of Action, on the progress achieved in meeting the goals and targets for the years 2003 and 2008 set out in the Political Declaration adopted by the Assembly at its special session, and on the implementation of the following: Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development; Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and their Precursors; Control of precursors; Measures to promote judicial cooperation; and Countering money-laundering

Guidelines for reporting on the implementation of the Global Programme of Action and on the follow-up to the twentieth special session of the General Assembly

Note by the Secretariat

* E/CN.7/1999/1

V.99-80604 (E)

Contents

		Paragraphs	Page
I.	Request of the General Assembly at its twentieth special session	1	3
II.	Action by the General Assembly at its fifty-third session	2	3
III.	Action by the informal inter-sessional meeting of the Commission on Narcotic Drugs	3	4
IV.	Reporting on the follow-up to the twentieth special session of the General Assembly	4-37	4
	A. Action plan for the implementation of the Declaration on the Guiding Principles of Drug Demand Reduction	6-9	4
	B. Elimination of illicit cultivation of the opium poppy, coca bush and cannabis through alternative development	10-12	5
	C. Amphetamine-type stimulants and their precursors	13-15	5
	D. Control of precursors	16-18	6
	E. Countering money-laundering	19	6
	F. Measures to promote judicial cooperation	20-23	6
	G. Overall framework for follow-up	24-26	7
	H. Experience acquired with the western hemisphere and the European Community	27-32	8
	I. Possible approaches to be taken by the Commission on Narcotic Drugs	33-37	8

I. Request of the General Assembly at its twentieth special session

1. In the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex), Member States called upon all States to report biennially to the Commission on Narcotic Drugs on their efforts to meet the goals and targets mentioned in the Political Declaration for the years 2003 and 2008 and requested the Commission to analyse those reports in order to enhance the cooperative effort to combat the world drug problem. The goals and target dates mentioned in the Political Declaration include the following (paragraph numbers in parentheses refer to paragraphs in the Political Declaration):

(a) *Illicit manufacture of, trafficking in and abuse of amphetamine-type stimulants and their precursors* (para. 13): by the year 2003, the establishment or strengthening of national legislation and programmes giving effect to the Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors (General Assembly resolution S-20/4 A);

(b) *Psychotropic substances, including synthetic drugs, and the diversion of precursors* (para. 14): by the year 2008, the elimination or significant reduction by States of the illicit manufacture of, marketing of and trafficking in psychotropic substances, including synthetic drugs, and the diversion of precursors;

(c) *Countering money-laundering* (para. 15): by the year 2003, the adoption by States of national money-laundering legislation and programmes in accordance with the relevant provisions of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988, as well as the measures for countering money-laundering adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/4 D);

(d) *Measures to promoting judicial cooperation* (para. 16): the promotion of multilateral, regional, subregional and bilateral cooperation among judicial and law enforcement authorities to deal with criminal organizations involved in drug offences and related criminal activities, in accordance with the measures to promote judicial cooperation adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/4 C) and the review and, where appropriate, strengthening by States, by the year 2003, of the implementation of those measures;

(e) *Reduction of illicit drug demand* (para. 17): the introduction, in national programmes and strategies, of the provisions set out in the Declaration on the Guiding Principles of Drug Demand Reduction (General Assembly resolution S-20/3); the development, together with the United Nations International Drug Control Programme (UNDCP), of action-oriented strategies to assist in the implementation of the Declaration on the Guiding Principles; by the year 2003, the setting up, in close collaboration with public health, social welfare and law enforcement authorities, of new or enhanced drug demand reduction strategies and programmes; and the achievement of significant and measurable results in the field of demand reduction by the year 2008;

(f) *Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development* (paras. 18 and 19): the development, together with UNDCP, of strategies with a view to eliminating or significantly reducing the illicit cultivation of the coca bush, the cannabis plant and the opium poppy by the year 2008, in line with the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development, adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/4 E).

II. Action by the General Assembly at its fifty-third session

2. In its resolution 53/115, section II, the General Assembly requested the Commission and UNDCP to elaborate guidelines in order to facilitate reporting by Governments on the implementation of the Global Programme of Action adopted by the Assembly at its seventeenth special session (Assembly resolution S-17/2, annex) and on progress achieved in meeting the goals and targets for the years 2003 and 2008 set out in the Political Declaration adopted by the Assembly at its twentieth special session.

III. Action by the informal inter-sessional meeting of the Commission on Narcotic Drugs

3. The informal inter-sessional meeting of the Commission held in Vienna on 17 November 1998 recommended that the follow-up to the twentieth special session of the General Assembly should be the main focus of the forty-second session of the Commission. The informal inter-sessional meeting considered that the implementation of the Global Programme of Action should be dealt with as a separate item of the agenda for that session of the Commission. As requested by the informal inter-sessional meeting, the Commission will have before it a note by the Secretariat (E/CN.7/1999/4) indicating those provisions of the Global Programme of Action that are not covered by the action plans adopted by the Assembly at its twentieth special session and that would still require separate reporting on their implementation under the Global Programme of Action. The present note has been prepared to guide the Commission in considering ways for Governments to report biennially to the Commission on their efforts to meet the goals and targets for the years 2003 and 2008, pursuant to the Political Declaration adopted by the Assembly at its twentieth special session.

IV. Reporting on the follow-up to the twentieth special session of the General Assembly

4. The General Assembly at its twentieth special session followed a piecemeal approach. Each adopted action plan and set of measures relates to controlling precursors, promoting judicial cooperation or countering money-laundering and is comprehensive and self-contained. Each has its own target dates for attaining its goals and targets. The Commission may wish to consider inviting Governments to report on their efforts to meet the goals and targets for 2003 and 2008 of each action plan or set of measures.

5. The analysis below is intended to provide guidance to the Commission in considering how Member States might best report on the follow-up to the action plans and sets of measures adopted by the General Assembly at its twentieth special session, in addition to the action plan for the implementation of the Declaration on the Guiding Principles of Drug Demand Reduction that is to be elaborated.

A. Action plan for the implementation of the Declaration on the Guiding Principles of Drug Demand Reduction

6. The Declaration on the Guiding Principles (General Assembly resolution S-20/3, annex) of Drug Demand Reduction deals with one of the critical issues of drug control at the national and international levels:

"Demand reduction programmes should be based on a regular assessment of the nature and magnitude of drug use and abuse and drug-related problems in the population. This is imperative for the identification of any emerging trends. Assessments should be undertaken by States in a comprehensive, systematic and periodic manner, drawing on results of relevant studies, allowing for geographical considerations and using similar definitions, indicators and procedures to assess the drug situation. Demand reduction strategies should be built on knowledge acquired from research as well as lessons derived from past programmes" (para. 9).

7. The intergovernmental working group on the elaboration of an action plan for the implementation of the Declaration on the Guiding Principles of Drug Demand Reduction will report to the Commission at its forty-second session on ways to translate the guiding principles into concrete action for implementation by Governments, intergovernmental bodies and non-governmental organizations.

8. In examining this issue, the Commission may draw on the experience of the European Monitoring Centre for Drugs and Drug Addiction in improving the comparability of five types of epidemiological indicators on the prevalence and health consequences of drug abuse. The two types of indicators under "prevalence" are (a) surveys of drug abuse behaviour and attitudes of the general population and (b) prevalence estimates of problem drug use (i.e. addiction). The three types of indicators under health consequences are (a) drug treatment indicators, (b) mortality and drug-related death indicators, and (c) indicators of disease related to drug injection.

9. One important precondition for achieving the targets adopted by the General Assembly at its twentieth special session is ensuring that Governments have reliable information on the nature of drug abuse and on drug abuse

patterns and trends. The Commission is invited to emphasize that it is important for Governments to develop a capacity to assess the drug abuse situation at the national level and to draw on the assistance that is available to enable them to carry out that critical function. UNDCP launched a new initiative to assist Governments in establishing a basic epidemiological infrastructure, through training and scientific advice provided using a regional network of epidemiological advisers and research institutes. The objective is to ensure that demand reduction programmes are based on a regular assessment of the nature and magnitude of drug abuse and drug-related problems, in accordance with paragraph 9 of the Declaration on the Guiding Principles of Drug Demand Reduction. UNDCP is contributing to the achievement of that objective by publishing guidelines on making rapid assessments of and responding to drug abuse situations. The guidelines, which have been field-tested in more than 12 countries, are based on a methodology that combines quantitative and qualitative data collection techniques. They make it possible to obtain a quick overview of the current drug abuse situation in a particular country or region, and they facilitate the identification of drug-abusing populations and other high-risk groups.

B. Elimination of illicit cultivation of the opium poppy, coca bush and cannabis through alternative development

10. The General Assembly, in its resolution S-20/4 E, entitled "Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development", recognized that effective crop control strategies could encompass a variety of approaches, including alternative development, law enforcement and eradication. In the Action Plan, it is stated that the potential of the efforts of States to eliminate the illicit cultivation of the opium poppy, the coca bush and the cannabis plant has not been fully exploited because of insufficient information and cooperation at policy and operational levels (para. 22). Accordingly, Governments in the producing areas should design efficient and accurate monitoring and verification mechanisms using the most efficient, cost-effective and accessible data collection methods available (para. 23), and Governments should share information on illicit drug crop assessment with UNDCP and reciprocally with other Governments in order to increase cooperation to eliminate such cultivation (para. 25).

11. The Commission may wish to recommend, at the initial stage in the follow-up to the Action Plan on International Cooperation on the Eradication of Illicit Drug Crops and on Alternative Development that each Government affected by illicit crop cultivation that has not yet done so should undertake an assessment of the extent of such cultivation on its territory in order to establish benchmarks against which it will be able to measure progress made in the elimination or significant reduction of the illicit cultivation of narcotic crops by 2008.

12. UNDCP is in a position to assist Governments in meeting the goals of the Action Plan. It initiated the process of formulating, in consultation with interested Governments, national "business plans" to be used as programming tools for the implementation of national strategies to reduce significantly or eliminate illicit crops. UNDCP has initiated the preparation of assessments and analyses to provide Governments with an independent, neutral and objective source of information to be used to determine the success of efforts to reduce significantly or eliminate illicit crop cultivation. UNDCP prepared a programme aimed at the establishment of a global monitoring system to support States, at their request, in monitoring illicit crop cultivation through appropriate survey methodologies, combining ground surveys, rapid assessment techniques, aerial surveys and satellite monitoring.

C. Amphetamine-type stimulants and their precursors

13. In General Assembly resolution S-20/4 A, entitled "Action Plan against Illicit Manufacture, Trafficking and Abuse of Amphetamine-type Stimulants and Their Precursors", it is stated that the subject of amphetamine-type stimulants should be given higher priority and should become a regular item on the agenda of the Commission (para. 2). States should disseminate information on actions taken in fulfilment of the Action Plan and report on them to the Commission, which, in turn, should review and appraise implementation of the Action Plan at the national, regional and international levels (para. 7).

14. In reviewing and appraising the implementation of the Action Plan on the basis of reports by Member States, the Commission might wish to take into consideration the reports of the International Narcotics Control Board (INCB) on the control of psychotropic substances pursuant to the Convention on Psychotropic Substances of 1971[3] and relevant Economic and Social Council resolutions.

15. UNDCP would be assisting the Commission, INCB and Member States in strengthening efforts to deal with the global problem of trafficking in and abuse of amphetamine-type stimulants, through research and technical assistance programmes.

D. Control of precursors

16. The measures to prevent the illicit manufacture, import, export, trafficking, distribution and diversion of precursors used in the illicit manufacture of narcotic drugs and psychotropic substances, presented in General Assembly resolution S-20/4 B, section I, will facilitate the implementation of article 12 (regarding precursors) of the 1988 Convention. The measures extend the provisions of that article. Pursuant to Assembly resolution S-20/4 B, States should cooperate with INCB in the preparation of a limited international special surveillance list of substances currently not in Tables I and II of the 1988 Convention and for which substantial information exists of their use in illicit drug trafficking (para. 14 (a)).

17. As INCB presents each year a report to the Commission on the implementation of article 12 of the 1988 Convention, the Commission may wish to consider the implementation of the measures on precursors under the same agenda item that it considers the implementation of article 12. This would avoid duplication and facilitate the reporting by Governments.

18. Drawing upon its experience in technical assistance projects, UNDCP could be invited to prepare, in close cooperation with INCB, a checklist of action to assist Governments in their efforts to meet the goals and targets for 2008 relating to precursors set out in General Assembly resolution S-20/4 B.

E. Countering money-laundering

19. In the Political Declaration adopted by the General Assembly at its twentieth special session (Assembly resolution S-20/2, annex), it was recommended that States adopt, by the year 2003, national money-laundering legislation and programmes in accordance with relevant provisions of the 1988 Convention, as well as the measures for countering money-laundering adopted at the twentieth special session. States that have not yet adopted the required legislative provisions and implementation measures are invited to avail themselves of the assistance offered by UNDCP, particularly through the Global Programme against Money-Laundering. A series of regional legal drafting workshops will be organized with the objective of providing guidance on the elaboration of legislation against money-laundering and the harmonization of provisions of such legislation. Assistance will be provided through training for banking, law enforcement and judicial authorities to enhance the capacity of States to effectively implement domestic legislation against money-laundering. At the initial stage, the Commission may wish to request UNDCP to survey the efforts of Governments to implement legislation and programmes against money-laundering using its compilation of laws and regulations and the database established as part of the programme against money-laundering.

F. Measures to promote judicial cooperation

20. In the Political Declaration adopted by the General Assembly at its twentieth special session, States were encouraged to review and, where appropriate, to strengthen by the year 2003 the implementation of the measures to promote judicial cooperation (Assembly resolution S-20/4 C), which included extradition, mutual legal assistance and the transfer of proceedings. Other measures to promote judicial cooperation were included under sections entitled "Other forms of cooperation and training", "Controlled delivery", "Illicit traffic by sea" and "Complementary measures".

21. Governments should continue to provide, through the annual reports questionnaire, information on the implementation of the provisions of the 1988 Convention on mutual legal assistance, extradition and transfer of proceedings. UNDCP, through its legal advisory programme, should report on the progress made in the enactment and implementation of legislation to give effect to those provisions in line with the requirements of the measures to promote judicial cooperation and the corresponding treaty provisions.

22. With regard to the follow-up on measures to further law enforcement cooperation, the Commission may wish to envisage a role for its subsidiary bodies: the meetings of Heads of National Drug Law Enforcement Agencies and the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East. Those bodies, with geographical coverage corresponding to the various regional commissions of the Economic and Social Council,

could be instrumental in assisting the Commission in reviewing reports on technical issues at the regional level.

23. The subsidiary bodies have, in the past year, dealt with a number of issues that are directly related to the outcome of the twentieth special session of the General Assembly: combating drug trafficking networks; the role of law enforcement in countering the illicit cultivation of cannabis, opium poppy and coca bush; trafficking in precursors; drug trafficking by sea; and the illicit manufacture of and trafficking in amphetamine-type stimulants. Furthermore, the database developed jointly by UNDCP, the International Criminal Police Organization (Interpol), and the World Customs Organization could serve as a useful instrument in assisting Governments in assessing regional and international trends in drug trafficking.

G. Overall framework for follow-up

24. The application of the recommendations contained in the action plans and measures adopted by the General Assembly at its twentieth special session will require the participation of many branches of the national governmental machinery—legislative organs and the authorities concerned with public health, education, social welfare, the judiciary, law enforcement and economic development. It will also require the participation of many other sectors in which Governments have responsibilities, as well as the participation of research institutions, non-governmental organizations and organizations in the private sector. One critical challenge will be for Governments to channel the efforts of such disparate entities so that they form a single joint national effort. Accordingly, machinery may need to be established for coordinating the activities of those entities. Pursuant to article 17 of the Single Convention on Narcotic Drugs of 1961[3] and article 6 of the 1971 Convention, Governments may wish to maintain a special administration for the purpose of applying the provisions of those conventions.

25. The International Conference on Drug Abuse and Illicit Trafficking, held in Vienna from 17 to 26 June 1987, adopted the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control, in which it is stated that Governments determined to take effective action against drug abuse and illicit trafficking may find it indispensable to set up a coordinating mechanism, insofar as they have not already done so, or to strengthen the existing machinery by establishing a nationwide[4] strategy. The Global Programme of Action adopted by the General Assembly at its seventeenth special session (S-17/2, annex) in February 1990, committed Governments to undertaking coordinated action at the national and international levels to reduce illicit drug supply, trafficking and demand. The action plans and measures adopted by the Assembly at its twentieth special session go well beyond the provisions of previous instruments in reinforcing the need for comprehensive national planning. The Commission should invite Governments that have not done so to undertake such planning at the national level in order to develop a well-tailored strategy that will enable the implementation of the measures adopted by the Assembly at its twentieth special session and to facilitate reporting on their application to the Commission. Governments are invited to draw on the proposals elaborated by UNDCP to promote and facilitate national planning through the use of national drug control master plans. UNDCP has defined the master plan as the single document adopted by a Government outlining all national concerns in drug control. The master plan summarizes national policies, defines priorities and apportions responsibilities for drug control efforts. It is a useful tool for developing consistent and comprehensive national drug control strategies.

26. While master plans do not figure in the recommendations emanating from the twentieth special session of the General Assembly, they are a prerequisite for the successful implementation of the recommendations and the pursuit of the balanced approach endorsed by the Assembly at that special session. The establishment of a master plan, or coordinating mechanism, is itself an important gauge of the political commitment of a Government to deal with the drug problem. It is the first step in the process. The Commission may consider the establishment of a coordinating mechanism and a master plan as an integral part of the report of each Member State on the steps it has taken to implement the action plans and measures adopted by the Assembly at its twentieth special session. Interested Governments may wish to draw on the experience acquired by UNDCP in providing assistance in the establishment and operation of national and interministerial bodies for drug control coordination and in the preparation of national drug control master plans.

H. Experience acquired with the western hemisphere and the European Community

27. In considering the above-mentioned issues, the Commission may wish to consider the experience of the Inter-American Drug Abuse Control Commission (CICAD) of the Organization of American States (OAS) and the European Monitoring Centre for Drugs and Drug Addiction.

28. In the Plan of Action of the Second Summit of the Americas, held in Santiago, Chile, on 18 and 19 April 1998, the Heads of State and Government participating in the Second Summit expressed their commitment to strengthening interregional cooperation aimed at the development, within the framework of CICAD, of a single and objective process of multilateral governmental evaluation in order to monitor the progress of their individual and collective efforts in the region. A working group has been established to develop the multilateral evaluation mechanism. The objective is to develop a programme of regular review and multilateral evaluation of the national drug control strategies and programmes of each OAS member State, with a view to improving those plans and ensuring their coordination and integration into an interregional effort to counter the threat posed by illicit drugs. The working group expects to finalize its work before the Summit of the Americas to be held in Canada in the year 2000. In developing the multilateral evaluation mechanism of the Americas, States are explicitly linking the mechanism to the international drug control treaties, the Global Programme of Action adopted by the General Assembly at its seventeenth special session and the action plans and measures adopted by the Assembly at its twentieth special session to further international cooperation in countering the world drug problem.

29. While the multilateral evaluation mechanism is still in the process of development and subject to approval by Governments, the working group has agreed in principle on several recommendations regarding the process of multilateral evaluation. These include the following: the process of evaluation should start with simple indicators; the same evaluation criteria should apply to all countries and the information required should be collected from national drug control agencies only. States subject to evaluation may invite the evaluation team to meet with relevant authorities to ensure a better understanding of the drug control situation in the country; the evaluation report should remain confidential until approved by CICAD at a special session established for that purpose; the evaluation process should be permanent; and the periodicity of evaluation should be determined on the basis of the experience acquired during the first round of evaluation.

Experience of the European Monitoring Centre for Drugs and Drug Addiction

30. The European Monitoring Centre for Drugs and Drug Addiction was established in 1994 to provide a global overview of the drug phenomenon in Europe that would be useful to decision makers in the European Community and at the national level when taking action in their respective fields of competence.

31. The framework for the information strategy of the Centre includes: collection and analysis of existing information; improvement of data comparison methods; dissemination of information; and cooperation with other relevant bodies and organizations.

32. In undertaking those tasks, the Centre cooperates with a network of national focal points nominated by member States and the European Commission. The 16 focal points are the key partners of the Centre.

I. Possible approaches to be taken by the Commission on Narcotic Drugs

33. One approach, a "macro-level" approach, to fulfilling the request for follow-up made by the General Assembly at its twentieth special session would be for the Commission to request Governments to present a comprehensive report on the follow-up to the action plans and measures adopted by the Assembly at that special session to further international cooperation in drug control. The periodicity of the evaluation report and the format should be determined by the Commission. The Commission would then consider the reports under an item of its agenda.

34. The Commission may wish to consider recommending that, by the year 2000, each State should set its own benchmarks against which it will measure its progress in meeting the objectives set out in the action plans. The biennial report should also cover the difficulties encountered. By the year 2002, each State should be appraising its own progress. States would also be in a position to identify areas requiring assistance and international cooperation.

There would be a single report on all the actions and measures being implemented.

35. The Commission may wish to consider taking a second, more piecemeal approach to fulfilling the request of the General Assembly, whereby it would consider the implementation of each action plan or set of measures as a comprehensive, self-contained set of recommendations. That approach would be facilitated by the fact that each action plan or set of measures corresponds to a separate item of the agenda of the Commission. The follow-up to the Declaration on the Guiding Principles of Drug Demand Reduction and the corresponding action plans on demand reduction could be considered by the Commission under its agenda item on the reduction of illicit drug demand. The action plans on amphetamine-type stimulants, precursors and psychotropic substances could be considered under the item on the international drug control treaties. INCB could play an important role in that process, particularly in view of its mandate to monitor the implementation of the international drug control treaties, including the monitoring of substances frequently used in the manufacture of illicit drugs. Measures to further judicial cooperation could be dealt with under a similar agenda item. Drug law enforcement issues could be dealt with under the standing item on the agenda of the Commission on illicit drug trafficking.

36. Examining the implementation of each action plan or set of measures under a separate item of the agenda of the Commission would also enable specialists in various fields to participate in the Commission. The issues related to implementation and the consideration of reports by Governments related to each action plan or set of measures could be dealt with separately.

37. Accordingly the Commission may wish to consider restructuring its agenda in order to enable it to review, under separate items of its agenda, the reports of Governments on progress being made in the implementation of the action plans and measures adopted by the General Assembly at its twentieth special session.

Notes

[1] *Official Records of the United Nations conference for the Adoption of a Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, Vienna, 25 November-20 December 1988*, vol. I (United Nations publication, Sales No. E.94.XI.5).

[2] United Nations, *Treaty Series*, vol. 1019, No. 14956.

[3] *Ibid.*, vol. 520, No. 7515.

[4] *Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987* (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A, para. 15.